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Development of the City School System of Indiana—1851-1880 *

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THE EARLY CITY SCHOOLS

OUR present system of public education had its legal foundation in the constitution of 1851. Previous to this, schools were almost wholly private enterprises. In a sense, there were some schools which approached our present system in form, but not in practice. Such schools were kept up by private subscriptions from those who had children to send. And, indeed, that day has not yet entirely passed, as far as secondary training is concerned. Our private normals and colleges of today are nothing more than the outgrowth of the old system of "no taxes, but a tuition for those who attend."

This old idea of maintaining schools took firm root. It was very difficult in some portions of the State to break away from the old and take up the new method by taxation. At Greencastle, for example, in 1856 the people sent to Asbury University and the Female Seminary. The public schools amounted to nothing. Corydon, the old State capital, was in the same condition, as the following statement will show:

"The free school system is accomplishing very little for this place. The amount of school fund is so small, that it really does no good. Citizens are in favor of good schools, but prefer—the prominent ones—sup-

*The footnotes have been omitted in printing this paper. The study is based almost entirely on the official reports of the State superintendent, the files of the *Indiana School Journal*, and current newspapers.—Ed.

porting private schools, to paying tax that instruction may be free. There is a large and flourishing Seminary in operation, under the charge of Mr. Bone, an experienced and efficient teacher."

The attitude of the people was further exemplified in the case of Rockport, another southern county seat.

"Rockport is a pretty, thriving town of 1,800 inhabitants. The majority of inhabitants are opposed to a tax necessary to erection of a good school house. Still, Rockport sustains schools and good ones, too. Mr. Smith taught the High School—a private establishment—aided by Miss Turgison. Rockport expended nearly \$2,000 during that year for private tuition."

In 1857 Princeton had two schools in operation—Princeton Academy under H. T. Martin, and another under Mr. Bird, both private enterprises. Citizens supported these schools liberally. No free schools yet existed. In 1857 Anderson had no free schools. Said the State Superintendent in regard to Peru in 1857: "A courthouse costing \$5,000, and not a school house in the place." At Ladoga public schools were in bad condition. An old log house, and a poor school, was the best they had for a free school.

While this condition existed in many places, others were making feeble efforts even though unsuccessful. Such cities would levy the taxes but were burdened to collect them. The report of the State Superintendent for 1856 gives us an idea of this:

"We have the statistics from one city in this State, in which \$6,000 was assessed, and about \$600 of it was taken according to law by the county officers for fees, and it is the same all over the State where taxes are levied for school purposes."

Again, in other places it seems that the general school interest was lacking. For example, Sullivan, a county seat, had (1857) but a small amount of educational spirit. This was manifested by the condition of the schools and the school building. Of the latter there was nothing deserving the name. The schools were kept in a miserable, dilapidated old building which had formerly been the County Seminary. It was illy suited to the purposes of teaching, and was uncomfortable in the last degree. It was really a disgrace to the place, and, most fortunately for its reputation, stood in the rear of the town so that it was not likely to be seen unless

especially inquired for. Mr. G. Anderson was the teacher in charge, and seemed disposed to do his duty if the house and its furnishings had only let him.

Madison, too, once the pioneer city in the State in the free school cause, had for two years (1855-1856) pursued so illiberal a policy, that she had literally starved out her schools. Her former fine high school had been gradually reduced to the grade of a grammar school; the appropriations were reduced, until finally the schools were stopped.

In 1857 educational conditions at Muncie were deplorable. There had been two public schools supported three months, but they were only a farce. Not on account of the fault of the teachers, but because all the children in the town, of every grade, were crowded into the small school houses, rendering it impossible for any teacher to effect an organization that would work harmoniously. The State Superintendent spoke of the Terre Haute schools as follows:

"Terre Haute, one of the largest cities in the State, presents the least hopeful prospects in regard to public education. The shortsighted policy which has marked the course of this city in regard to schools, does and will continue to affect unfavorably her prosperity. At this day (1857) a city of eight or ten thousand inhabitants, without public spirit enough to support free schools, has little prospect of growth or pecuniary prosperity."

Another Wabash city seemed to be affected similarly. Vincennes had some 2,000 inhabitants. In educational matters there was generally a great delinquency. Public schools were kept open three or four months, until the school funds were exhausted, when numerous private enterprises sprang up during the summer, to give way again in turn for the annual dispensation of a few dollars from the general school fund. At Crawfordsville free schools were in session.

"We had a fine opportunity to see how things are done up there. Two of the 'City Fathers' visited schools with us, and seemed much edified but not proud of their schools. A few notes taken on the spot when filled out by the reader's imagination, will give an idea of what we saw; First room, size 14 x 16, benches, broken chairs, and boards laid from one chair to another, constituted seats. Stands, tables, and boards poorly nailed together, constituted desks. No order but disorder—class in a huddle for want of room; floor dirty; classes disorderly; recite and read badly; thump! thump! goes the stick, with most positive orders to behave, every half-minute; one boy putting a stick into another's ears; children seem

to enjoy themselves well—think it's all right. The second room was an old paint shop, deserted by workmen, hence made a good school room. Room large, but floor covered with mud."

Notwithstanding all this, several of the more progressive towns were able to get their schools under way from the very beginning. In such towns were invariably found city officials greatly interested in the public school work. The leaders were able to unify and lead the people, and results followed.

In 1856 the public schools of Indianapolis had a May festival at the State fair grounds. Parents and others were invited. Between 1,500 and 1,600 children from the public schools were present. Governor Wright and Mayor West made addresses. There were children from twenty schools. The mayor, in his address, alluded to the first establishment of free schools in the city. This had been five years before, and there had been in them only 100 scholars. The city was increasing its school house accommodations as rapidly as possible, but its means hardly enabled it to keep pace with the demand. In January of the same year a new house had been erected which would accommodate over 300 children, with room for six teachers. This was already filled and another house of the same size was begun, to be finished for September. They had at that time 25 teachers employed, and the new house would require several more. In their schools were five grades, primary, secondary, intermediate, grammar and high school.

The first report of the school trustees of the city of Lafayette, July, 1856, has this:

"The first effort made towards the establishment of a common school in our city was the building of school house No. 1 in the northeast part of town, under the old district system. The citizens of district No. 1 voluntarily levied a tax of 50 cents on the \$100 to accomplish that object. In 1852 a general law was passed, giving the control of all school matters to townships and incorporated cities. Under that act, the trustees appointed by the city council took possession of this property, completed and furnished the building and rented it for school purposes. This property with improvements cost about \$5,000.

In October, 1852, the trustees levied a tax of 50 cents on the \$100 upon the real and personal property of the city, for the purchase of lots and the building of school houses, and subsequently allowed the citizens of

districts No. 7 and 9 to apply in payment of this assessment the tax they had paid in the district levy of 1851. The revenue derived from this assessment with our proportion of the State Common School funds, was appropriated to the purchase of the lot on which school house No. 2 is situated, and in the building of the commodious school houses Nos. 2 and 3, the latter having been erected on ground leased from Solomon Romig. The lot, with the building and furnishing of both houses, has cost not less than \$14,000. In June, 1854, the schools were first opened, free to all entitled to their benefits, and were continued in operation until July, 1855. Trustees value all property now (1856) under their charge for educational purposes, at \$20,000. The three school houses can accommodate 800. This is their full capacity. The trustees hope that the public spirit and parental affection of our citizens will ere long demand the establishment of a high school endowed with every faculty for an advanced or collegiate education, so that children of our city may be kept under the influence of good examples and just restraints of home until prepared to take their part in the active duties of life. What should be, can be done, and when accomplished no one would desire to return to the old paths."

Here we see a very sensible method which was used to good effect in the formation of a public school system.

Richmond had met with equally good success. The first year of the city school closed June 27, 1852. Their school was commenced amidst embarrassments from want of experience as to what was actually needed. Although a fine house was opened for the first time, it was found entirely too small to accommodate all the scholars. The board determined to engage none but professional teachers, and the result abundantly showed the wisdom of the resolution. Their school was classified and graded. The school excited much interest, both in town and country. Many visitors came from far and near. The high school was composed of young men and women, many of whom had attended academies and colleges. The normal class was composed of some sixty pupils, many of whom had taught during the summer. The success attained by the Richmond system could be largely attributed to Supt. J. Hurty, who came there as a professional supervisor from Ohio.

While not so successful from the beginning, no city used better judgment than Evansville. It, at the beginning, laid the basis of the splendid system which it has maintained for many years. From the third annual report (July, 1856) is the following:

"Three years ago there were 1,200 children in the city and 300 enrolled. Now there are 1,800, with an enrollment of 900. For the first two years there were no school rooms, furniture nor apparatus. The city of Evansville did not own a school house nor a school room. The basements of churches, the upper rooms of engine houses, and also private dwellings constituted the only building appliances for school purposes. From such a beginning, if beginning it can be called, Evansville took a new start and went vigorously to work, until she has educational facilities which will not be disparaged by a comparison with those of any other place in the state. The past year it has built one of the best school houses in the State. It will accommodate from 800 to 900 pupils and has six large rooms with recitation rooms attached to each. Cost \$10,000. The ground cost \$4,000. John S. Hopkins, mayor of the city, was the great aid in its erection.

The schools are classified and divided into four grades—high school, grammar, intermediate and primary. There are 13 teachers, 3 males, 10 females. The high school is under the charge of B. P. Snow, a graduate of Bowdoin college. There were 51 admitted to the high school during the past year.

Evansville is justly proud of its schools, and they are cherished with a feeling which might well be imitated in many other places in Indiana. Though burdened with very heavy taxes, it cheerfully pays the amount necessary to maintain its schools free and when men are proposed for municipal officers, they are required to pledge themselves to the hearty support of these, its dearest interests. The watchword of the trustees is, 'Which shall Evansville have, Schools or Poorhouses and Prisons.'

An equally successful town and one which continued to hold its own was Shelbyville. In 1857 Shelbyville had a good graded free school, a fine building, well furnished; a neat yard, well fenced; and a good corps of teachers. The people of Shelbyville were proud of their school and deservedly so.

The same year (1857) graded schools were established for the first time at Fort Wayne. Geo. A. Irvin, an experienced teacher, was appointed superintendent. A fine union school house had been constructed, with accommodations for three or four hundred pupils. The school gave promise of success.

At Connorsville, as at Richmond, a neat, thriving town of 2,000 inhabitants, was another of Ohio's sons laboring under very unfavorable circumstances. His school was well patronized, notwithstanding the wretched condition of the school room, a damp, dark basement. However, the true spirit had been awakened here. The Board of Directors, Messrs. Burk and Hall, had almost completed a fine school

building about 70x70, three stories high, which was completed during the year, and a true free school opened.

Tracing the growth and development of the early schools, one finds the educational centers widely distributed. The places where success came were the wide-awake localities that were nourished by a continuous stream of new emigrant blood. Indianapolis, Evansville, Fort Wayne and Richmond are typical examples. On the other hand is found a class of towns which, seemingly filled with the "old stock", persistently held to their ancient ideals. The public school, with them, was a problem which had to be left for a future generation to solve. A third class, the medium between the two extremes, was composed of those who carried the work along with only partial success. They were not yet able to cope with the situation, either in a financial way or in administrative power. To a majority of localities the State had given powers to which the time for utilization had not yet arrived. In those which were successful, the following table will show the steady growth, as to enumeration, made from the year 1853 to 1858, inclusive:

Name.	1853	1854	1855	1856	1857	1858
Indianapolis -----	3,053	----	3,901	4,504	4,338	4,739
Evansville -----	1,658	2,313	2,559	2,921	3,288	3,560
New Albany -----	3,102	3,450	3,706	3,887	3,914	3,450
Madison -----	3,240	3,738	2,970	2,954	2,904	2,581
Fort Wayne -----	1,233	1,403	1,732	2,060	2,203	3,398
Lafayette -----	----	1,716	2,125	2,125	1,787	1,967
Richmond -----	1,086	1,187	1,614	1,682	1,659	1,757
Terre Haute -----	----	1,766	----	1,331	1,744	1,746
Laporte -----	----	935	937	1,279	1,392	1,353
Vincennes -----	851	870	867	877	927	1,085

There is no evidence to prove otherwise than that the steady progress being made by our city systems at that time would have resulted in a more perfected system at a much earlier date, had not the awful calamity which simply tore the city schools from their base, come to pass, namely, the Supreme Court decision of 1857, in "*Jenners vs the City of Lafayette.*"

THE DECISION OF 1857

Progress of the city schools in Indiana met its "Waterloo" in the year 1857. For the next few years following, one might truthfully say that (as far as these schools were concerned) they were in their "Dark Ages."

This important decision of the Supreme Court, which for several years brought to a standstill all progress in the city public school work, was entitled "*Jenners vs City of Lafayette*." This case, quoting from the *Indiana School Journal*, "involved the right of cities and other school corporations to tax themselves to support public schools, and was decided in the plaintiff's favor." By this decision all the annual schools (as the public schools were then called) in the State of Indiana, were crushed at once, with the single exception of those in the city of Evansville. That city, having retained its former charter, escaped the general wreck. Of the correctness of the decision there is nothing to say. One cannot presume to question the wisdom and uprightness of our Supreme Court, but one thing is certain, the decision, or the section of the constitution on which the decision was based, was most outrageous. If it was the intention of the framers of the constitution to prevent the establishment and the maintenance of free schools, then the constitution was an outrage upon the people—an outrage which could hardly find a precedent or parallel in any State in the Union. The decision was based upon Section 22 of Article IV of the Indiana constitution, which reads as follows:

"The General Assembly shall not pass local or special laws * * * providing for supporting common schools."

The whole facts in the case may be stated in a few words. The constitution of Indiana, or the interpretation of it by her highest judicial tribunal, forbade the people of any city or corporate place in the State, to tax themselves to support free schools, till the whole State should consent to tax itself for the same purpose.

One can readily see the effect of such a decision where the social and economic differences between the rural and urban communities must play such an important part. The decision paralyzed the city schools from one end of the State

to the other. Many cities and towns tried to continue their well established systems by private donations after the State fund was used up. Others gave up in despair and disbanded their schools altogether.

In New Albany, where schools were firmly established, and where they had been in successful progress for the past three years, the corps of teachers, 27 in number, was disbanded and the free schools closed. In Richmond, committees were appointed to solicit payment of the tax which had been assessed, and it was decided that if two-thirds of the amount assessed could be realized the schools would be kept open till April. For the succeeding year this city tried the following scheme: The school trustees of the city announced that they had made arrangement with the superintendent, W. D. Henkle, for the establishment of schools upon individual tuition, in accordance with the graded system of the public schools. The public school houses, or so many as would be sufficient to accommodate all who wished to send, should be granted free of rent. This plan failed utterly, and private schools began to come to the front once more.

In Fort Wayne, where for the two years preceding this decision the willing school workers had labored to remove from their city the disgrace of being at least one of the dark corners of Indiana by building two large, three-story school buildings, the effect was disastrous. Just at this crisis, when the good influence of the school was beginning to be felt and appreciated, the fiat came from the Supreme Court that the city might educate the children of the wealthy in private schools, but the children of the poor were to be turned out upon the streets to grow up in ignorance and crime.

Shelbyville made an effort to raise, by voluntary payment of taxes and by subscription, sufficient means to continue in operation the fine graded schools in that place. It was not successful. They tried to preserve a remnant of the public system by dismissing all but four teachers, and admitting only such students as were willing to pay.

As soon as the schools closed, the prominent educators who had cast their lot with Indiana's educational institutions began to leave. Among the most prominent were G. B. Stone and W. T. Webster, superintendent and principal, respectively,

of the Indianapolis high school. The former went to Minneapolis as superintendent, the latter to Lewiston, Maine. Indianapolis suffered severely. More than two-thirds of the school children were out of school in 1858. A great number of poor private schools sprang up after the ruin of the public schools. Here, too, the plan of voluntary contribution was tried, but without success. A nucleus of a public system was maintained in the city by having a few teachers carry on school in the ward buildings. It was a meagre attempt, but it kept the spark of public school spirit alive.

While the effects of the decision of the Supreme Court were sweeping over the State like a pestilence, crushing the graded schools in all the incorporated towns and cities, and causing anguish of heart to the inhabitants everywhere, the schools of Evansville alone escaped the general destruction. This was in consequence of their holding on to their old city charter.

At the very time the decision was published that closed the schools in New Albany, Lafayette, Indianapolis and other places, the citizens of Evansville were considering the propriety of giving up their old charter and incorporating under the general law for incorporating cities. The question was submitted to a vote of the people, and was made a test whether they would adopt the new charter, and thereby destroy their schools, or hold on to their old charter and save them. The question was hotly contested by the friends and enemies of the schools, and the result was that the new charter party was defeated by a vote of more than two to one.

As an evidence of public sentiment upon the question of taxation to support the schools in the city of Evansville, it is worth noting that the individuals who had announced their names as candidates to fill the various city offices were very careful to add that they were in favor of sustaining the public schools. That was a better index of the public feeling in regard to the value of these schools than anything else they could have offered. In 1858 there were twenty-four teachers employed in these schools. The schools themselves were well graded and compared favorably with any system of graded schools in the West.

With the exception of the last named place, no town or

city of the State escaped. Schools everywhere were either closed or maintained during a short session only, with the tax for which the state law provided. In the course of the next two years, by 1860, several cities began again to start their schools. The unjust decision, resembling in infamy the famous Dred Scott decision of national fame, which was handed down almost at the same time, was by this time beginning to be ignored.

In 1860 the city free schools of Indianapolis opened, to continue six months. They had not been in operation since the law of 1855 relating to incorporated towns was pronounced unconstitutional, but the city jail had been at all times full of boys who had violated the laws of the State, while others went to swell the number in the State penitentiary. The Rev. James Green was the new superintendent, and Messrs. Culley, Beaty and Love, trustees. These men were heavy taxpayers, but they favored free schools, and took a deep and active interest in education. Perhaps no city had a more loyal set of trustees. But one only of all its flourishing schools was sustained during the crisis in financial matters. In spite of all adverse influence, this school was conducted successfully by G. W. Bronson, who kept up the various grades, hired teachers and paid them, pocketed the losses from bad school bills, and held himself accountable for a heavy rent which should have been given him as a present by the city. This school was kept in excellent condition for entering upon the free term which was taught the latter part of each school year.

At Columbus a new building was completed in 1860, at a cost of nearly \$10,000. It was built entirely by taxation, and, wonderful to tell, this tax, though quite heavy, was most cheerfully paid.

Princeton, too, in 1860, came to again. D. Eckley Hunter resigned his position as principal of the academy at Bainbridge, Putnam county, and took up the principalship of the academic department in its graded schools. The school opened for ten months, with six teachers in charge. William Kuntz, Andrew Lewis, and Rev. J. McMaster were the trustees. They worked faithfully, without compensation. The extra money was raised by donation.

In the same year New Castle erected a large building. The school there was again put on a firm basis by two very willing instructors, T. Sharp and James R. Smith.

At Lafayette, the former superintendent, A. J. Vawter, was again persuaded to take the place. With the co-operation of the trustees and earnest citizens, who felt the loss of a public system, Mr. Vawter again began the struggle which he had gone through once before, namely, the organization of a graded system of schools. In 1862 there were 2,203 pupils in the city, with an enrollment of 1,089. There were seventeen teachers, the average salary of the male teachers being \$45.00 per month and that of the female teachers \$22.67 per month. The quarterly expense of each pupil was \$1.72, which was paid by tuition, tax, and contribution. As stated by Superintendent Vawter, this amount was less than half the cost per pupil in the private schools. This was a fair representation of public schools generally, and was a strong point against public school killers.

Vincennes, by 1862, had erected one of the finest school buildings in the State. Teachers began the organization of a graded system, although handicapped by difficulties which had arisen on account of previous short terms.

Muncie, by 1862, had a well-organized graded system. Under Mr. Richards, the schools were fast becoming among the best in the State.

The most peculiar condition existed in the city of Logansport. Here the people taxed themselves and were, in turn, given complete control over their schools. With an excellent board of trustees and a large revenue existed most indifferent schools. This resulted from the decision of the local trustees, that cities, like townships, were made up of districts, and that the people should have the power to select their schools and to elect their teachers. Here was a case where plenty of money was wasted because of a lack of organization.

Greenfield, like Logansport, seemed indifferent. While schools were maintained, they did not prosper. As late as 1864 this town had not a public school building. It relied on public halls and rented buildings. Teachers were hired and soon dismissed. Very few remained longer than one year. Such a condition prevented development. Greencastle, at

the same time, was in the same condition. Not a single building did it own, and, although a system of schools was maintained despite the Supreme Court decision, they were kept in rented property.

By 1864 Terre Haute began to assume her former position in school affairs. This year the schools were highly prosperous. The board of trustees were liberal and progressive men. The salaries of the teachers were raised during the year, from 20 to 30 per cent. A fine ward building was completed during this year, and plans laid for a \$50,000 high school building. The schools were under the leadership of Superintendent Olcott, one of the prominent educators of the State at that time. During the school year of 1864-1865 there were 2,420 pupils enrolled in the schools, with twenty-three teachers, who received as salary \$8,727.50. The curriculum was full, and included many subjects which were later dispensed with, such as Greek, philosophy and normal instruction.

By 1865 the schools of New Albany had become established on a firm basis again. The teachers were well selected. The only deviation from the former system was the loss of a superintendent. The board tried an experiment in running the schools without a supervisory head, in order to keep down expenses. The principals were given the power of supervision over their buildings, and the official duties of an ordinary superintendent were done by the president of the school board, who sacrificed his time for \$300 per year. This plan failed afterwards, but it served its purpose. It was a means to provide ten months' school at a time when it could have been accomplished in no other way. In New Albany at that time there were twenty-seven teachers and five school buildings.

Madison, at the same time, woke up to her situation, and for the first time since 1857 taxed herself for a full school year, regardless of the Supreme Court decision.

In conclusion, we may state that this era was unfavorable to educational development. One of the pioneer educational centers, Lawrenceburg, suffered equally with the rest. Seemingly impregnable against such a force, the taxes here were not paid, just as in cities far less devoted to their schools.

Not until 1865 did this town begin to recover. In that year, while other towns were redeeming themselves in educational matters, Lawrenceburg began to take its position among those affording the best educational facilities for its youth. A few enterprising citizens assumed the responsibility of engaging teachers by the year and paying them first-class salaries. An entirely new set of hot air furnaces was put into their large and well-fitted school house. Over \$2,000 was spent during that year alone to fit up the building and furnish it with necessary appliances. The school was opened under the supervision of J. Hurty, assisted by a corps of able teachers. The school was thoroughly classified and put in fine working order. A school yard of four acres was provided, and a janitor employed who did much in providing physical comfort for the children. The citizens became deeply interested in the reform in school matters in their city, and offered every assistance to the superintendent and teachers. Although this place had for some time been behind others in the character of its schools, it soon grew to stand among the best. Female teachers were paid from \$30 to \$50 per month, male teachers from \$60 to \$120 per month. As in other places, the citizens had seen the situation with and without schools. Law or no law, education was essential to progress. To obey the law meant ruin; to provide schools meant growth. Future success depended upon having intelligent citizens.

THE SUPERINTENDENT

Along with the struggle of the schools themselves came embarrassments as to their management. Several problems presented themselves at the beginning. First, what should be the duties of a superintendent? Secondly, was his office essential, or could it be dispensed with altogether and the system run just as efficiently without it? Third, what relation should exist between him and the teachers on the one hand, and the board together with the people on the other?

The public schools followed in many ways the customs of the private institutions. One of these customs was in the duty of the superintendent. At first this office in the free schools was filled by a man who taught, by an expert teacher,

we might say. Later a great many official duties devolved upon him, and gradually the superintendent became more of a secretary to the school board. At the same time, in the best systems, the superintendent became an expert supervisor, his tendency being to lean toward the teachers under him.

The historical outgrowth of the public superintendent from that of the principal of private institutions as well as his duties, may be considered a factor as to why the superintendent at the beginning was a teacher. The fact that in the early years many of the schools were partly sustained by public money and partly by private tuition, makes the question of supervision more complex still.

A study of the school development at Rockport will show us the close relationship which existed between the public and private institutions at that time. Rockport in 1856 sustained good schools. Mr. O. H. Smith, as superintendent, taught the high school, and Mr. Partridge the other. The elementary grades were taught by Mrs. Partridge and Mrs. Moseby. This shows a close likeness to the public schools elsewhere.

At Salem, in 1857, Mr. H. D. Wilson had a fine school, and built up for himself an excellent and well-deserved reputation. He was aided by Mrs. Wilson, Miss Morrow and Miss Hopkins. The latter taught music. At that time the people opposed the graded system.

Connorsville, in 1857, had at the head of its schools a Mr. Jenkins from Ohio. It devolved upon him to develop the systems of schools. Although laboring under unfavorable circumstances, such as teaching in basements, rented rooms, etc., this man was able to put the schools on their feet.

George B. Stone, the man who first organized the Indianapolis schools, devoted his whole time, with the exception of one and one-half hours daily, which time was devoted to hearing classes in the high school, to visiting the different grades, examining the classes, giving directions to the teachers and instructions to the pupils and attending to all the exterior and interior arrangements of the schools.

At Shelbyville, in 1857, Supt. W. A. Boles supplied all the needed maps, blackboard, apparatus, etc., of his own making. This was a fine thing for the school but hard on

his time and purse. But it showed the prevailing educational interest.

South Bend went so far in the educational phase of supervision, that in 1875 it had two superintendents. One was to supervise the elementary grades, the other the high school. Mr. D. A. Ewing was at that time superintendent of the elementary grades, Mr. Benjamin Wilcox of the high school work. This plan worked splendidly at South Bend, but its success was largely attributed to the great ability of Mr. Ewing.

At Evansville, in 1865, Professor Rice was elected superintendent of the schools. Mr. Rice was a teacher of experience and known ability, which guaranteed to the people that he would succeed in his new and larger field of work. He was chosen because of his superior educational or teaching ability.

In 1870 Professor Edward Clark, superintendent of the Aurora schools, started an "Educational Column" in the *People's Advocate* published at that place. Professor Clark came to Indiana from Ohio, where he had been engaged for several years previous as a teacher in the Lebanon normal school.

New Castle, in 1875, under the supervision of George W. Hufford, maintained very good schools. Mr. Hufford was one of Indiana's most scholarly teachers, as well as one of the most sensible superintendents. His chief delight was to put out strong students. To this end he maintained a rigid four-year course of study.

The schools at Logansport, in 1867, were placed under the supervision of Sheridan Cox. In the matter of education, he had a great task before him, which he accomplished with success. Mr. Cox spent half his time superintending, and the remainder in teaching.

In the same year (1867) the schools of Lawrenceburg came under J. C. Ridpath, a graduate of Asbury (now De Pauw) University. He was a man who put great interest into his work. His superior scholarship dominated the whole system.

In 1869 Columbus maintained a well-graded system of schools under a man who was thoroughly devoted to his work.

This man, David Graham, was another example of the scholarship type of superintendent.

At Union City, in 1869, E. Tucker came to the head of the school system, from a position in Liber college. He was one of the few men at that time who held State certificates. His ability, from the standpoint of scholarship, dominated his policies.

All this is offered as evidence that for the first twenty years of city school life, the worth of a superintendent was measured largely by his ability as an instructor, as a scholar.

An interesting plan for solving the problem of a superintendent was the double principal system. This proved successful for a while, but later gave way to the single supervisor, the principals putting in their time teaching. Several cities tried this scheme at first.

The schools at New Castle, in 1860, were successfully conducted by Mr. T. Sharp and Mr. James R. Smith, as joint principals. Similarly, at Muncie, as late as 1864, the schools were conducted jointly by E. J. Rice and James S. Ferris, aided by a full and competent corps of teachers. At Rising Sun, in 1865, the schools were supervised by two associate principals, Messrs. Matson and McFee. Likewise, at New Castle, again in 1866, the schools were conducted by two independent principals.

Another complexity which entered in was that of county examiners, acting in the capacity of supervisory officials of city or town schools in their respective counties. Usually the salary (which was paid by the day with only a limited number of days allotted them during each year) was too small to support them, and consequently they engaged in some other work part of the time to meet their needs. It was a saving proposition for the corporations themselves.

At Vevay, in 1870, the schools were conducted by R. F. Brewington, the county examiner. In the same year the graded schools of Spencer were conducted by the county examiner of Owen county. Robert Andrews, county examiner, conducted the schools at Shoals. He was a very efficient school man, and built up a good graded school. This plan was tried out in several places, but gradually weakened and finally gave way to the independent supervisor.

Lack of funds, coupled with the idea that the superintendent was a useless official, caused an experiment in many cities which proved to the fullest degree that such an official could not be dispensed with. Many towns and cities tried the plan of carrying on their schools without a supervisory head.

A very successful system of this kind was that found in Evansville in 1858. H. Q. Wheeler, president of the board of trustees, acted as superintendent. Mr. Wheeler had been connected with these schools ever since they had been organized. To him the people of Evansville were indebted more than to any other man for the efficiency of their system. He took a great interest in its success, and made personal sacrifices to build up and sustain it. In addition to rendering his service, Mr. Wheeler gave to the school certain laboratory apparatus worth \$350.00.

Another type of this system was at New Albany, in 1870. New Albany had always been famous for its system of city schools. In this year it had for its superintendent one of the school trustees, Dr. E. Newland. This official believed that one of the school trustees ought always to act as the superintendent. Fortunately Dr. Newland was a splendid official. Their system, under him, was very creditable as to scholarship, order, and educational interest. But in 1872 the school officials were on the lookout for a new head. Dr. Newland could not afford to devote his whole time to school business for \$300.00 per year—the salary allotted him. No other trustee was capable of filling the place had he chosen to do so. The whole matter ended in the hiring of a superintendent.

In 1869 the school board of Terre Haute abolished the office of superintendent. The reason assigned was economy. In so doing, the board authorized W. H. Wiley, principal of the high school, to give part of his time to superintending the other schools in the city. One year later (1870) Mr. Wiley was elected superintendent, and in 1871 he was re-elected for a period of two years, at a salary of \$2,000 per annum.

This plan of having a member of the board act as superintendent was tried at Madison, Vincennes, South Bend and other places in the State, but was found to be unsuccessful. The whole difficulty lay in the fact that those trustees compe-

tent to carry on the business end of school affairs could not afford to do so on a meagre salary, and the purpose of the scheme was to save money.

The early years of trial and experiment proved two things. First, that a superintendent was essential, and, second, that such an office was best vested in a single person. By 1875 all the city schools in the State, of any importance, had superintendents. When once settled that they were a necessity, their true function was then questioned.

As the school systems grew, the teaching function of the superintendent gradually disappeared. He then became either a professional supervisor, allowing the interested board to assume much of the business end of the system, or, with the decrease of interest on the part of the boards, he became the business manager of the system. Later the man was looked for who, it was thought, could do both successfully.

In 1867 the Superintendent of the Shelbyville schools, D. Eckley Hunter, devoted his whole time to superintending. He had no regular classes. This was considered quite a step forward, at that time, owing to the small size of the city. Here is found a transition from the teaching superintendent of 1866 to the supervising superintendent of 1867. Under such conditions the trustees worked in complete harmony with the system.

Such division of labor did well in other cities. At Logansport, for example, in 1869, they were able for the first time to run the schools ten months. They advanced more that year than any previous year.

Lafayette succeeded well in her school system, also, for the same reason. Their superintendent, J. W. Molier, in his report, spoke in strong terms of the efficiency and liberality of the board of trustees.

Tell City, in Perry county, some years earlier (1864), had organized a good system of graded schools. The superintendent, Jacob Bollinger, attributed much of the success to the untiring efforts of the trustees.

Another phase of the direct interest of school trustees in the matter of supervision, is shown as follows:

"In September, 1869, the trustees of the Bloomington schools sent their teachers to spend a week in the Indianapolis schools. They believed that teachers learned how to teach by seeing others teach."

In 1870 Superintendent A. C. Shortridge, of Indianapolis, with eight or ten of his teachers, visited the St. Louis schools. Several of the others visited the Cincinnati schools at the same time.

To show the importance of the trustees as a factor in the early school supervision, the following is quoted from the *Rules and Regulations for the Public Schools of Indianapolis for 1866*.

"SUPERINTENDENT AND HIS DUTIES

The Superintendent of Public Schools shall act under the advice and direction of the Board of Education, and shall have the superintendence of all public schools, school houses, books, and apparatus. He shall devote himself exclusively to the duties of his office. He shall keep regular office hours other than school hours, at a place to be provided for that purpose, which shall be the depository of the books and papers belonging to the board of education."

From 1871 up to the end of this period (1880), cities, as a rule, began to rely upon the superintendent for the complete guidance of their schools. This was due to two things, viz: (1) the increasing complexity of the system, (2) the gradual loss of interest on the part of boards. In 1873 the schools of Elkhart were largely dominated by Superintendent J. K. Walts. The citizens measured their schools largely through the work of the superintendent.

Huntington, in 1874, was completely carried away with the work of Superintendent James Baldwin. In addition to the ordinary work, he arranged a course of lectures for the benefit of the high school.

Fort Wayne's policies, in 1874, were well carried out by Superintendent James H. Smart. He had the schools well systematized. Evansville (1874) allowed her superintendent, Mr. A. M. Gow, great liberties in the management of school affairs. At Indianapolis, Superintendent A. C. Shortridge was considered, by board and patrons, the efficient leader of his system. The Terre Haute board (1871), in speaking of Superintendent Wiley, said:

"The schools were never in a more prosperous condition than they are today. Too much praise can not be bestowed upon Professor W. H. Wiley, our superintendent, for the able and satisfactory manner in which he has

managed the schools, and the able and energetic corps of teachers who have aided in all his efforts to advance the interest and prosperity of our public schools."

In conclusion, we may sum up the development of supervision as follows:

The supervisor at first was considered worth while only in so far as he was a teacher. Later his duty was that of an expert supervisor. At the same time, some boards hired him for a business manager. Finally, the ideal superintendent was regarded as the man who could perform both the managerial duties and professional service.

(To be concluded)